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REPORT
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AUTHORIZING THE USE OF EDUCATION BLOCK GRANT FUNDS FOR TEACHING THE PRINCIPLES OF CITIZENSHIP

SEPTEMBER 9, 1982.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

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Mr. PERKINS, from the Committee on Education and Labor, submitted the following

REPORT

[To accompany H.R. 5658]

[Including cost estimate of the Congressional Budget Office]

The Committee on Education and Labor, to whom was referred the bill (H.R. 5658) to provide Federal grants to assist elementary and secondary schools to carry on programs to teach the principles of citizenship, having considered the same, report favorably thereon with amendments and recommend that the bill as amended do pass.

The amendments are as follows:

Strike out all after the enacting clause and insert in lieu thereof the following:

That section 582(1) of the Education Consolidation and Improvement Act of 1981 is amended—

(1) by striking out "and" at the end of clause (H);
(2) by inserting "and" at the end of clause (I); and
(3) by inserting after clause (I) the following new clause:
"(J) programs to teach the principles of citizenship;".

Amend the title of the bill to read:

A bill to authorize the use of education block grant funds to teach the principles of citizenship.

SUMMARY OF THE LEGISLATION

H.R. 5658, as reported by the Committee on Education and Labor, would amend Chapter 2 of the Education Consolidation and Improvement Act of 1981, the education block grant, to allow these funds to be used for programs to teach the principles of citizenship.

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BEST DOCUMENT AVAILABLE

Legislative Consideration

H.R. 5658 was introduced on March 2, 1982 by Congressman Charles E. Bennett. On July 21, 1982, the Subcommitee on Elementary, Secondary, and Vocational Education conducted a hearing on this bill. The Subcommittee held a mark-up session on July 28, 1982, at which time the legislation was ordered reported with amendment to the full Committee on Education and Labor by unanimous voice vote. On August 10, 1982, the Commitee ordered the bill reported with amendment by unanimous voice vote.

Need For the Legislation

Recent statistics indicate that young people's knowledge of government and citizenship is declining, along with their willingness to participate in the governing process.

According to a survey conducted by the National Assessment of Educational Progress, teenagers' understanding of the structure and function of government declined between 1970 and 1975. The survey also reported a drop in students' ability to recognize and value some Constitutional rights.

Voting patterns demonstrated that young people are becoming disillusioned with the elective process. In the 1980 elections, only 22 percent of persons aged 18–22 voted.

In addition, serious social problems affecting adolescents, such as vandalism, alcohol and drug abuse, and crime, suggest that some young people are not functioning as responsible citizens of the country. For example, in 1980, persons under 18 accounted for 36 percent of the arrests for serious crimes, although that age group constitutes only 15 percent of the total U.S. population.

These trends illustrate why instruction in citizenship responsibilities is vitally needed in our schools today. Despite these statistics, citizenship and government instruction is receiving lower priority in the school curriculum. The National Center for Education Statistics reported a 33-percent decline in secondary school civics and government course enrollments between 1960 and 1972.

The problems cited above cry out for a national effort to improve citizenship education. By amending the Chapter 2 block grant, the Committee bill responds to these critical needs in a way that does not entail additional cost to the Federal Government and leaves decisions about program funding and development up to State and local educational agencies.

Provisions of the Bill

H.R. 5658, as reported, is an amendment to Chapter 2 of the Education Consolidation and Improvement Act of 1981. Chapter 2, enacted as part of the Omnibus Budget Reconciliation Act of 1981, consolidated 28 categorical elementary and secondary education programs into a single block grant to the States.

Under the Chapter 2 program, State and local educational agencies have complete discretion over which of the authorized activities to support with their grants. Although Chapter 2 includes several groups of authorized activities, States and local school districts can fund any or all of the projects or groups of projects encompassed by the Act.

H.R. 5658 amends section 582 of Chapter 2, which lists the authorized activities for the "special projects" subchapter of the law, by adding programs to teach the principles of citizenship. This amendment will, therefore, make clear that State and local educational agencies may use their Chapter 2 funds if they wish, for citizenship education programs.

The content and nature of the citizenship programs, as well as other decisions about program administration are left up to the State and local educational agencies, consistent with the provisions of Chapter 2 and other applicable laws.

Oversight

No findings or recommendations concerning oversight of the programs affected by this bill have been received by the Committee on Government Operations.

Cost Estimate

The Congressional Budget Office has estimated that this legislation will entail no additional cost to the Federal Government. The Committee concurs in this estimate and adopts it. No cost estimates have been received from other government departments or agencies.

The Congressional Budget Office letter follows:

U.S. Congress,
Congressional Budget Office,
Washington, D.C., August 19, 1982.

Hon. Carl D. Perkins,
Chairman, Committee on Education and Labor,
U.S. House of Representatives, Washington, D.C.

Dear Mr. Chairman: Pursuant to Section 403 of the Congressional Budget Act of 1974, the Congressional Budget Office has examined the cost impact of H.R. 5658, an amendment to the Education Consolidation and Improvement Act of 1981, as ordered reported from the House Education and Labor Committee. Based on our analysis, there would be no increase in Federal costs as a result of passage of this bill.

H.R. 5658 would allow States currently receiving funds under Chapter II of the Act to expand the use of the funds to include teaching the principles of citizenship.

Sincerely,

Alice M. Rivlin, *Director.*

Inflationary Impact

Since the bill entails no additional cost to the Federal Government, the Committee finds it has no inflationary impact.

Section-by-Section Analysis

H.R. 5658, as amended by the Subcommittee on Elementary, Secondary, and Vocational Education, contains just one section. This section amends Chapter 2 of the Education Consolidation and Improvement Act (the education block grant) to specify that these funds may be used for programs to teach the principles of citizenship.

CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

In compliance with clause 3 of Rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italics, existing law in which no change is proposed is shown in roman):

SECTION 582 OF THE EDUCATION CONSOLIDATION AND IMPROVEMENT ACT OF 1981

AUTHORIZED ACTIVITIES

SEC. 582. Programs and projects authorized under this subchapter include—

(1) special projects (as may be determined to be desirable by the State or local educational agencies) in such areas as—

(A) preparation of students to use metric weights and measurements when such use is needed;

(B) emphasis on the arts as an integral part of the curriculum;

(C)(i) in-school partnership programs in which the parents of school-age children participate to enhance the education and personal development of the children, previously authorized by part B of the Headstart-Follow Through Act;

(ii) preschool partnership programs in which the schools work with parents of preschool children in cooperation with programs funded under the Headstart-Follow Through Act;

(D) consumer education;

(E) preparation for employment, the relationship between basic academic skill development and work experience, and coordination with youth employment programs carried out under the Comprehensive Employment and Training Act;

(F) career education previously authorized by the Career Education Incentive Act;

(G) environmental education, health education, education about legal institutions and the American system of law and its underlying principles, and studies on population and the effects of population changes;

(H) academic and vocational education of juvenile delinquents, youth offenders, and adult criminal offenders; [and]

(I) programs to introduce disadvantaged secondary school students to the possibilities of careers in the biomedical and medical sciences, and to encourage, motivate, and assist them in the pursuit of such careers; *and*

(J) programs to teach the principles of citizenship;

(2) the use of public education facilities as community centers operated by a local education agency in conjunction with other local governmental agencies and community organizations and groups to provide educational, recreational, health care, cultural, and other related community and human services for the community served in accordance with the needs, interests, and concerns of the community and the agreement and conditions of the governing board of the local educational agency; and

(3) additional programs, including—

(A) special programs to identify, encourage, and meet the special educational needs of children who give evidence of high performance capability in areas such as intellectual, creative, artistic, leadership capacity, or specific academic fields, and who require services or activities not ordinarily provided by the school in order to fully develop such capabilities;

(B) establishment of educational proficiency standards for reading, writing, mathematics, or other subjects, the administration of examinations to measure the proficiency of students, and implementation of programs (coordinated with those under subchapter A of this chapter) designed to assist students in achieving levels of proficiency compatible with established standards;

(C) programs designed to promote safety in the schools and to reduce the incidence of crime and vandalism in the school environment;

(D) planning, developing, and implementing ethnic heritage studies programs to provide all persons with an opportunity to learn about and appreciate the unique contributions to the American national heritage made by the various ethnic groups, and to enable students better to understand their own cultural heritage as well as the cultural heritage of others; and

(E) programs involving training and advisory services under title IV of the Civil Rights Act of 1964.

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